

it is that there are consequences to starving Federal agencies. FEMA, which performed marvelously after the North Ridge earthquake, the Midwest floods, and the September 11 attacks, simply was no longer up to the task when Hurricane Katrina hit the gulf coast last year.

Now, which other Federal agencies are going to be the next FEMA? I wonder. I wonder which other Federal agencies will be the next FEMA. Could it be the Food and Drug Administration? Has the Senate had an opportunity to debate whether FDA has the resources and the leadership it needs to make sure we have safe food and safe drugs? I will ask the question, again. Has the Senate, the full Senate, had an opportunity to debate whether FDA has the resources and leadership it needs to make sure we have safe food and safe drugs? No.

The cost of attending a public 4-year college has increased 32 percent since the beginning of this administration. Yet the maximum Pell grant award has not been increased since 2002. Has the Senate discussed the wisdom of making it harder for our children to afford a college education? Hear me. No.

On the heels of the first cut to funding for the National Institutes of Health since 1970, the President proposed level funding of NIH in fiscal year 2007. As a result, the total number of NIH-funded research project grants would drop by 642 or 2 percent below last year's level.

The President's budget would cut funding for 18 of the 19 Institutes of Health. Funding for the National Cancer Institute would drop by \$40 million, and funding for the National Heart, Lung, and Blood Institute would drop by \$21 million. Has there been a debate about the wisdom of these cuts? No.

When the Congress returned to session after the elections, Senator HARRY REID and I urged the Senate Republican leadership to complete the fiscal year 2007 appropriations process prior to adjourning sine die. Apparently, this request fell on deaf ears. Even with the elections over, the Republican leadership could not bring itself to govern, to make choices.

Instead, apparently, the House Republican leadership has decided to send the Senate a third continuing resolution that will last until mid-February—mid-February. Instead of making careful choices, they, apparently, have chosen to punt—to punt—the funding decisions for 13 departments, for over \$463 billion of spending, to the next Congress.

What a sad mess. What a sad mess.

Under the continuing resolution, 500,000 veterans will have to wait longer for their health care or not get health care at all. Lines at our Social Security offices will get longer. Our elderly will find it more difficult to get answers to their questions about the new prescription drug benefit or about their retirement benefits. Commitments to address our clogged highways

with more funds for highway construction will have to wait. Efforts to protect the food supply will be undermined by furloughs of meat and poultry inspectors. This is no way—this is no way—to do our Nation's business.

When I was chairman of the Appropriations Committee from 1989 to 1994, and in 2001, the Senate debated and passed every appropriations bill but one. And it takes persistence, determination, and a commitment to the Senate to debate and approve all of the bills. Chairman COCHRAN has that determination, and he was successful last year in bringing every bill to the Senate floor. However, the majority leadership, apparently, does not value that persistence, that hard work, that determination. Apparently, in an election year, the only thing of value was the politics of the moment.

Mr. President, the irresponsible actions of the Republican leadership are setting the stage for the beginning of the 110th Congress next year. In January, the new Congress will be faced with approving funding for 10 leftover bills for fiscal year 2007, a large war supplemental, and 12 bills for fiscal year 2008. Where the Republican leadership could do no more than pass two annual appropriations bills all year, the Democrats will be expected to pass 22 annual bills and a supplemental.

And this will be a huge, a huge—I would say a whopping—challenge. However, in the bipartisan tradition of the Senate Appropriations Committee, I am committed to working with my colleagues on both sides of the aisle to meet this challenge.

Mr. President, I yield the floor.

The PRESIDING OFFICER. The Senator from West Virginia yields.

The Senator from Ohio.

#### 2007 APPROPRIATIONS

Mr. VOINOVICH. Mr. President, I rise to address my serious concern about our movement toward a decision to adjourn the 109th Congress without completing our work on the remaining 2007 appropriations bills and to recognize, also, my friend and senior Senator from the State of Ohio, Mr. MIKE DEWINE.

As my colleagues are well aware, the fiscal year 2006 appropriations expired on September 30, 2006. And with the exception of the Departments of Defense and Homeland Security, the Federal Government is currently operating on its second temporary continuing resolution, set to expire on December 8, 2006. We now intend to enact a third continuing resolution to fund the Government into February 2007.

Passage of a long-term continuing resolution, as some have advocated, means the Federal Government will work without a budget for at least 5 months into the current fiscal year, without knowing what spending levels will be approved for discretionary programs. Federal Departments and agencies will be forced to oversee programs

and manage employees without knowing whether they are overspending their fiscal year 2007 budgets.

This approach toward managing our Nation's checkbook is indicative of Congress's attitude toward fiscal discipline and is a serious problem. Other Senators have spoken about how serious the problems are. And Senator BYRD did a very good job of outlining the serious impact that our not passing our appropriations on time is going to have on some of our Departments in the Federal Government. And earlier, Senator SPECTER did the same thing. We are aware of the problems it is going to create for the management of our Government.

Operating without a budget impacts our effectiveness in fighting the war on terror. It affects our ability to maintain and improve our transportation infrastructure and enhance our educational system. And it further contributes to the public perception that Congress has no appreciation of the importance of good management and the importance of hiring the right people with the right knowledge and skills at the right time and at the right place.

This is not a good record for either side of the aisle. And with due respect to the senior Senator from West Virginia, I think it cannot be laid at the feet of the Republicans; it should be laid at the feet of both Republicans and Democrats. This is not a partisan issue. Congress has the power of the purse, but we are not the best stewards of the taxpayers' money if time after time we pass omnibus bills without even knowing what is in them, and if, again and again, we fund programs without knowing how these programs are performing.

Managing by continuing resolution is inherently wasteful and inefficient. It results in spending disruptions and chaos in the operations of Federal programs and dramatic productivity slowdowns. We have no appreciation of what not having a budget for 5 months has on the various Federal agencies that are supposed to be providing services to the people of our country.

In recent years, many Federal Departments have taken positive steps toward streamlining their budgets and tightening the reins on their daily operations—conduct that ought to be rewarded. Instead, Departments are forced to thin their staffs and put critical projects on hold when Congress fails to pass appropriations bills on time, placing an unnecessary strain on the relationship between Congress and the administrative branch of Government.

Such a funding shortfall is expected to have particularly adverse effects on human capital-intensive agencies, such as the Government Accountability Office, where attracting and retaining good employees is critical to running a competitive and productive organization.

Agencies such as the GAO have made it very clear that without a budget,

they risk losing top-quality personnel. They are unable to properly recognize and reward individuals for good service—a problem that threatens the efficiency of their day-to-day activities and hampers the image of the Federal Government. As an employer, we want to get people to come on board, and we cannot pass our appropriations.

This added pressure on human capital is not limited to the GAO. In fact, there are lots of similar agencies, such as the SEC, the FBI, and the IRS, which experience the same problem. According to a report in *Congress Daily*, the Social Security Administration maintains it will have to furlough every employee if its regular appropriations are not signed into law. I think that may be a big exaggeration, but it has a real impact on the operations of that agency.

Many companies with Government contracts are laying people off because they are not sure that the contracts will be renewed because of the budget process. And I know this from a member of my family who was laid off a year ago. Because we did not pass the budget on time, the company said: We don't know whether we are going to have the contracts. Seventy people lost their jobs while they waited around to find out whether the appropriations were going to be passed and how it impacted on the operations of NASA Glenn in Cleveland.

Sometimes programs are ineffective, and their budgets should be reduced or eliminated. By resorting to a continuing resolution, ineffective programs continue to operate, despite poor performance results. For example, the House would have terminated 53 programs, for a savings of \$4 billion. But under a continuing resolution, we cannot even discuss whether these programs deserve to be terminated. Literally, dozens of unauthorized programs continue to be funded.

On the flip side, the appropriations process has expanded beyond the budget domain to include shaping and authorizing policy. This is especially the case with Foreign Operations programs. It then becomes even more important to enact the Foreign Operations appropriations bill because it is the way we modify foreign aid and foreign policy initiatives.

One such instance is the Transformational Diplomacy Program at the State Department, which would allow for the repositioning of American diplomats to essential locations and for the movement of public diplomacy centers to smaller posts outside of foreign capitals.

But it is not just the Federal Government that suffers. States, counties, and cities all depend on funding from Washington. If you are a county commissioner or you are a mayor and you have Federal programs and you are not sure what you are going to be getting, that causes a major problem for your respective agency.

When Congress fails to enact appropriations on time, highways, emer-

gency preparedness, and economic development programs are all neglected, and Congress creates a new burden for Governors, mayors, and local officials. Maintaining and improving America's transportation is vital to our economy, the environment, and the welfare of the American people.

The Interstate Highway System is one of the country's greatest public works projects, but it requires Federal investment. States plan their highway construction programs for the coming year based on anticipated Federal funding set by SAFETEA legislation. If Congress fails to pass the 2007 Transportation appropriations bill on time, States will have reduced Federal funding and are going to be forced to delay construction projects for the upcoming year.

In my home State of Ohio, for instance, construction cost increases in inflation have already forced the Ohio Department of Transportation to cancel and postpone nearly \$450 million in new highway projects. Adding a continuing resolution to this current slowdown will simply exacerbate the problem and result in further delay and further construction problems, if we don't pay any attention to that. That is going to impact the contracts they would like to let. That is why our States and workers cannot afford for us to ignore our budget responsibilities.

It is incredible to me, as someone who has been a mayor and Governor, that the U.S. Senate has not completed its appropriations work. As a mayor and Governor, the law mandated that we get our appropriations done by the end of the fiscal year. I am sure the Presiding Officer, when he was a member in the State of Georgia Legislature, saw that they got their appropriations done on time. In Ohio, once in a while we had to put a cloth over the clock for a couple of days. The fact is, we got it done.

I know I am not alone in my frustration. In fact, THAD COCHRAN, chairman, calls it irresponsible. He is the chairman of the Appropriations Committee. It is irresponsible; I second that. It is absolutely irresponsible.

Let's look at our record on the path of fiscal irresponsibility. In fact, in 25 of the past 30 years, Congress has failed to enact all the appropriations bills by the start of the fiscal year, which is a major responsibility, to get the budget passed and get the appropriations bills done on time. The last time Congress enacted all appropriations bills by September 30 was 1997. And for 17 of the past years, Congress has had to combine two or more appropriations bills together in an omnibus or minibus legislation. Given the facts, it is an indication to the American people that we are not doing our job. We are not being responsible.

We send a signal to those in the Federal Government that we don't give a darn about how, when we don't do our jobs, they can't do theirs. Congress may hold the power of the purse, but

we undermine our credibility by starving good managers and agencies of necessary resources and by turning a blind eye to failing programs. This is about more than allocating funds. It is about good management, and it is about good public policy. All of us on a bipartisan basis should pledge that we are going to get the appropriations bills done for 2008 on time and that next year we are not going to have a repeat performance of what we are experiencing this week in the Senate.

I think if you talk about the frustration of the American people in terms of Congress and our responsibility to them, you can only conclude one thing if you were out there watching this. Folks are saying: They can't even get their appropriations bills done on time. That is a sad commentary. Let's start out next year on a new leaf. Let's all pledge to do this, both Republicans and Democrats. Let's say we are going to get this job done. I know some people have a problem with the process and some of the porkbarrel and the rest of it, but let's start out and say we are going to get it done, bring it to the floor, debate it, and get it done on time.

#### TRIBUTE TO SENATOR MIKE DEWINE

Mr. VOINOVICH. Mr. President, I rise to speak about our senior Senator from Ohio, MIKE DEWINE. Let me begin by saying this is a speech I hoped I would never have to give. For many in this Chamber, winter came a little early this year. A blizzard of political change swept through the country and, unfortunately, many were unable to weather the storm; in my particular case, in our State, through no fault of their own.

MIKE DEWINE was one of the most effective legislators we have in the U.S. Senate. He was a victim of this storm. I am deeply saddened that our respective colleagues will not be joining us when we congregate again for the 110th Congress. MIKE's tireless commitment to legislating, his willingness and ability to work with both parties, and his ingenuity will be sorely missed by everyone in the Senate and the State of Ohio.

MIKE has served the people of Ohio for more than 30 years, beginning as an assistant county prosecutor in 1992. He served as Green County prosecutor for 4 years, State senator for 2 years, Congressman for 8 years, and he was my Lieutenant Governor for 4 years when I was Governor of Ohio. And, of course, he has served us for 12 years as our U.S. Senator. He is one of the most effective and least partisan Members in this body.

During campaign season, some of our colleagues on the other side of the aisle kept asking me: How is MIKE doing, how is he doing? Frankly, I think they were secretly hoping his poll numbers would be strong enough that he would not become a target. Unfortunately,